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Civilian Personnel

Introduction to Military Personnel Management

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SUMMARY of CHANGE

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Introduction to Military Personnel Management

Not applicable.

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FOREWORD

Work assignments of many Army civilian employees bring them into frequent contact with military personnel. Working relationships can be of three kinds: military personnel and civilians are coworkers; military supervisors direct the work of civilian employees; or civilian supervisors provide technical guidance to or supervise military personnel. Often, all three relationships exist within the same organization.

Thus, a basic understanding of how the Army assigns its uniformed personnel and manages their careers should strengthen the military/civilian team and contribute to more effective work relationships. This pamphlet, *Introduction to Military Personnel Management*, summarizes the more significant features of military personnel management as an orientation for civilian personnel. In addition, some general comparisons with civilian personnel management are presented as further background.

This pamphlet may be used as an aid in local orientation of new employees. In addition, it may be used as a reference in the training of civilian or military supervisors and in other relevant training activities pertaining to military/civilian communications and teamwork.

Readers desiring more authoritative or detailed explanation of the subject should consult appropriate Army regulations or the military personnel management unit serving their organization.

This pamphlet applies to the Active Army and Army Reserve. It does not apply to the Army National Guard.

Civilian Personnel

Introduction to Military Personnel Management

By Order of the Secretary of the Army:

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Summary. The Army work environment often requires close work relationships between military and civilian personnel. While there are substantial differences in

Army military and civilian personnel management, there are also common elements. This pamphlet broadly describes the military personnel management structure and provides comparative comments on the civilian employment system. The principal components of the military career management system are covered: procurement or personnel intake; assignment and utilization; career development; career evaluation; and promotion. In addition, some other features of the service environment which often contrast with civilian employment conditions are briefly described.

Applicability. This pamphlet applies to the Active Army and Army Reserve. It does not apply to the Army National Guard.

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Figure 1-1. Soldier armed and ready.

1-1. Purpose

The Army work environment often requires close work relationships between military and civilian personnel. While there are substantial differences in Army military and civilian personnel management, there are also common elements. This pamphlet broadly describes the military personnel management structure and provides comparative comments on the civilian employment system.

1-2. Scope

The principal components of the military career management system are covered: procurement or personnel intake; assignment and utilization; career development; career evaluation; and promotion. In addition, some other features of the service environment which often contrast with civilian employment conditions are briefly described.

1-3. Environment for Military Personnel Management

a. Readiness and Military Manpower.

(1) The mission of the Army is to defend the United States and deter possible aggression. The assumption

underlying all Army planning, including personnel planning, is that the military personnel system may be required to function in support of deployed military forces.

(2) Thus, a key word in Today's Army is readiness, since it must function effectively under adverse, unpredictable circumstances, and during mobilization periods with a rapid influx of personnel. The peacetime force serves as the nucleus for a possible buildup and must be capable of immediately assuming increased levels of responsibility in command and other critical posts within an expanded Army. This readiness concept is essential to an understanding of the environment in which military personnel planning and centralized assignments take place.

b. Civilian Augmentation. A large proportion of uniformed personnel are assigned to all-military, combat-oriented or troop training units. For every soldier in such a role, however, civilians are required in support functions. Total support requirements cover a variety of services and skills and include both military and civilian personnel assignments.

1-4. The Civilian Component

a. Scope of Civilian Employment.

(1) Most support-type activities (base operations) are performed by civilians. Civilian personnel free military personnel for essential military functions. They support continuity of operations and provide professional or technical capabilities and skills not otherwise readily available.

(2) Approximately one of every three Army assignments is performed by a civilian employee. Employment is distributed among many occupations, with employee concentrations highest in logistics, research and development, base operations, construction, and civil functions. The US Army Materiel Development and Readiness Command is the largest employer of civilians because of major materiel acquisition missions and heavy industrial-type employment. The Chief of Engineers, US Army Forces Command, US Army Training and Doctrine Command, US Army Health Services Command, US Army Communications Command, Military Traffic Management Command, and United States Army, Europe and Seventh Army all have large-scale civilian employment.

b. Civilian Employment and Career Management.

(1) Rules governing civilian employment are based on Federal law and Office of Personnel Management regulations and are also built upon Department of Defense and Department of the Army policy. The law provides the framework for what is basically local personnel management, under a decentralized structure.

(2) However, certain aspects of civilian personnel management within this structure are somewhat comparable to the centralized military system. The best example is the Army's civilian career management system which covers 21 occupational career fields (including 4 DOD programs). These career programs provide for intern intake and manpower planning, A wide consideration in filling midlevel and executive positions, established training plans, and use of lateral and special developmental assignments in various career fields. A reading of CPR 950-1, Career Management, will show some points of similarity.

(3) Except for some aspects of civilian career programs, civilian personnel management is primarily tied to the particular installation or field activity at which the individual is employed. Further, in view of employee union representation and agreements, many provisions of civilian personnel management are subject to local negotiation, not found in military personnel management.

c. Equal Employment Opportunity. Civilian employment practices in the Department of the Army must adhere to the letter and spirit of Federal Government policy guaranteeing equal employment opportunity to all persons without regard to race, color, religion, sex, national origin, age, or nondisqualifying physical or mental handicap. Equal employment opportunity for minority groups and women is implemented by aggressive affirmative action programs which include the use of numerical goals and timetables for increasing employment of minorities and women in occupations, grades, organizations, and supervisory levels in which their representation is out of balance. Corresponding Army policy on equal opportunity for uniformed personnel is discussed in paragraph 2-1 b.

1-5. Military - Civilian Work Relationships

a. The Work Interface. In a typical field activity, the distinction between military and civilian activities is clearcut. Department of the Army policy (AR 570-4) serves to delineate for military occupancy only those TDA positions which require military incumbents for reasons of law, security, maintenance of morale and discipline, rotation, combat readiness and training; or which require military background for successful performance of the duties involved; or which are traditionally occupied by military personnel. All other positions are normally designated for civilian occupancy. Manning tables reflect this concentration of military or civilian personnel. Although substantial differences exist between the two personnel systems and assigned functions, work locations and assignments sometimes overlap. Weapons system maintenance, for example, is often the responsibility of civilian technicians during peacetime. Weapons committed to action on a battlefield or a troop maneuver require maintenance but civilian technicians are generally not available in a combat environment. Thus, the Army equally requires military personnel qualified to provide such service and to supervise it in the field. Military personnel in training assignments, for example, may work closely with civilians during similar work.

b. Work Sites. At many logistics and industrial-type installations, civilians comprise the great majority of the work force. In these instances, command-type and other key positions are filled by high ranking military officers and, consequently, work contacts with most civilian employees are of a limited and indirect nature due to intervening levels of civilian supervision.

Chapter 2
MILITARY PERSONNEL MANAGEMENT

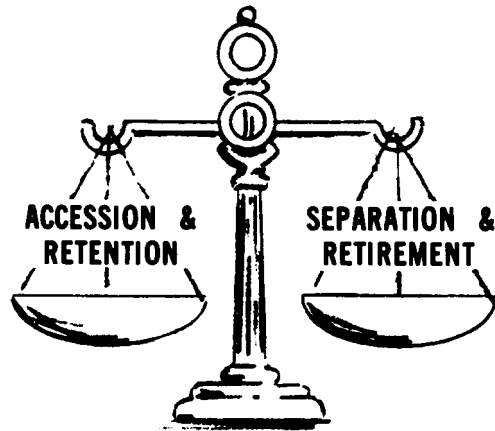


Figure 2-1. The Balance of Personnel Management.

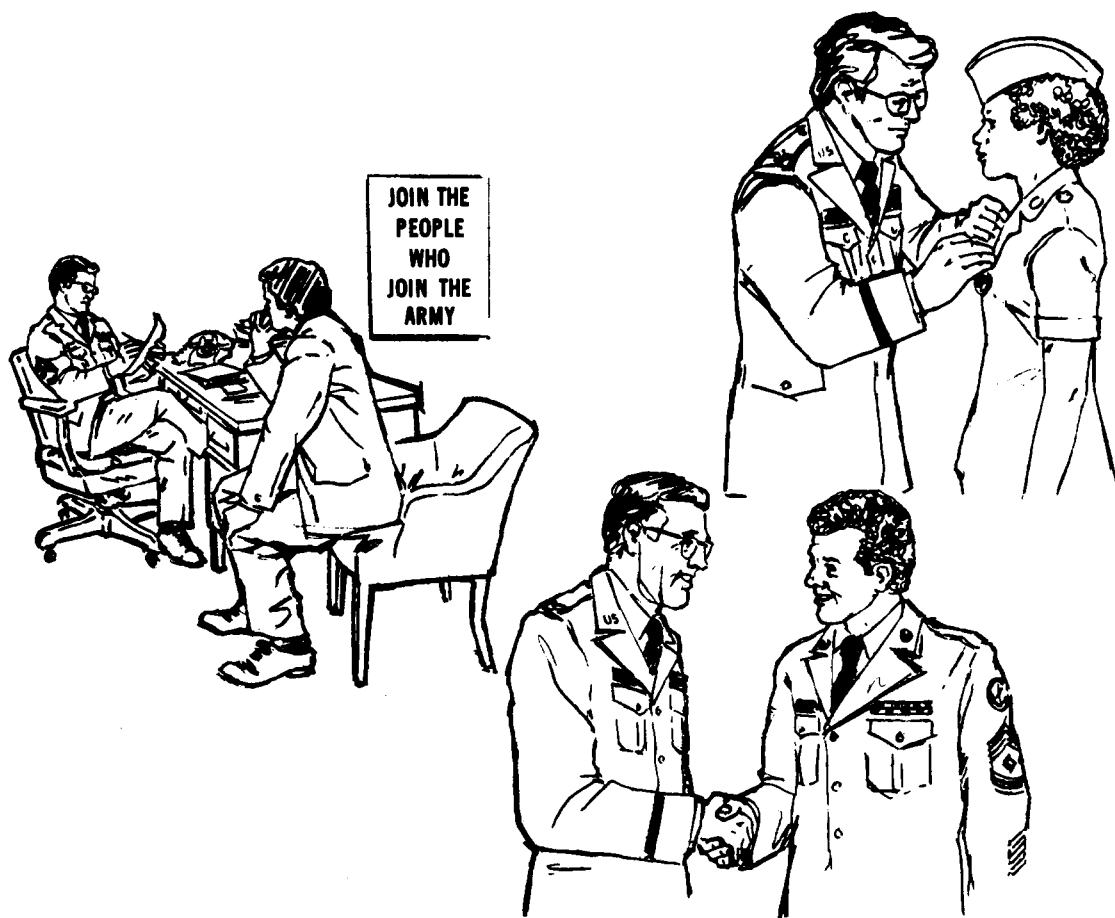


Figure 2-2. Army Recruitment and Retention.

2-1. Personnel Management System

a. Structure of the Personnel Management System. The Total Army personnel management system is called the Army Personnel System, composed of the Army Military Personnel System (AMPERS), the Army Civilian Personnel System (CIVPERS), and the Army Reserve Components Personnel System (ARCPERS). The largest of these systems is AMPERS, which has two principal parts: the Officer Personnel Management System and the Enlisted Personnel Management System. The discussion in this pamphlet will, for the most part, deal with each.

b. Equal Opportunity Program. Consonant with equal employment opportunity policy for civilian employees, military personnel management is also guided by Army policy and regulations which provide equal opportunity and treatment for uniformed members without regard to race, color, sex, religion, age, or national origin. Army policy of equal opportunity for military personnel is implemented by the Equal Opportunity Program (AR 600-21) which is

applicable at all levels of command and integrated with all other military activities. Army equal opportunity activities are based on affirmative actions which go beyond nondiscrimination and include planned positive steps to identify and eliminate any existing discriminatory practices. The objective is to assure that treatment of all personnel is based on merit, fitness, capability, and job-related factors and not arbitrarily on race, color, sex, age, national origin, religion, or other irrelevant factors.

2-2. Manpower Planning

a. Year Group Management. One of the important concepts in personnel career planning is year group management. This involves keeping track of the force in terms of length of service of Army members. Needed throughout the career management cycle is a balance from one end of the career spectrum to the other in years of service, experience, skill attainments, and rank.

b. Accessions and Replenishment. A balanced flow of accessions to the service must be maintained. To provide a continuing replenishment of the experience base and grade structure at all points, a proportion of accessions must come through reenlistment of current personnel. At the same time, a weeding out process is necessary. Since there are successively fewer positions at higher grade levels, the service of some members is voluntarily or involuntarily terminated at specific service points while others are retained and promoted.

2-3. Personnel Procurement

a. Officer Accessions. Over half of the peacetime Army's new officers are commissioned from the US Military Academy (West Point) and the Reserve Officers Training Corps operated on college and university campuses. About five percent receive commissions from the enlisted ranks through the Officer Candidate School located at Fort Benning, Georgia. The remainder receive direct commissions in connection with Army's need for their professional and technical skills or education (e.g., medical doctors, lawyers). Warrant officers are appointed to meet Army requirements for particular skills and knowledge. Qualified personnel compete for appointments based on Headquarters, DA, announced vacancies in MOSs open for procurement. As noted earlier, the Army does not "hire" its leaders and commanders; they are developed through experience in progressive assignments and promotions to higher grades.

b. Enlisted Accessions. Enlisted accessions to the Army come entirely through voluntary enlistment. Terms of enlistment vary from 3 to 6 years, depending upon the enlistment option exercised. The attractiveness of Army service for the enlistee is enhanced by a variety of enlistment options that offer substantial personal advantages. Several incentives are offered; for example, opportunity to learn a trade or skill which can be transferred to civilian life; opportunity to travel to a chosen overseas tour area; and bonuses to support enlistment or reenlistments into shortage skill categories.

2-4. Assignment and Utilization

a. Assignment. The task of matching assets to authorization or "money to spaces" is centrally accomplished based on space authorizations and position requirements submitted by field commands. Assignment actions serve both the manpower needs of Army organizations and the need to develop and utilize personnel on an individual basis to the best overall interest of the Army.

b. Career Implications of Assignment. Assignments are very important to the individual's developmental opportunities. Here a major difference exists between military and civilian personnel policy. The decision to enter a particular position in a particular organization is first of all the civilian's own decision. For the military member, the decision is based upon both individual desires and the needs of the Army, the latter taking precedence where conflicts arise. An assignment can range from duty at a remote radar site to full-time attendance in military or civilian educational institutions. It can mean service in isolated locations under relatively primitive living conditions. It sometimes requires long separations from family and home and in some cases physical hardship and danger. At the same time, these reassignments also mean job challenge, personal growth, developmental experience, and career progression for the career soldier.

c. Utilization. Since each assignment is different in quality and experience, the supervisor shares an important responsibility for using and developing the soldier's abilities. Skill in assigned occupational specialties and promotion is tied together in such a way that the total career can be adversely affected by poor utilization.

d. Service Commitment. Military members have commitments beyond the immediate job situation. These include physical training, investigating officer assignments, assignments to court-martial boards, duty officer assignments, and the like. Such requirements may take precedence and occasionally require absence from the job site.

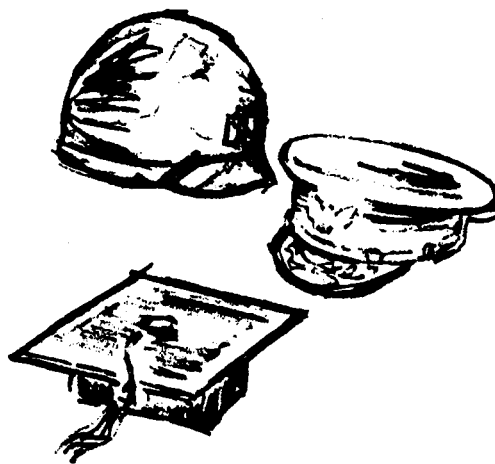


Figure 3–1. Education and Professional Development.

3–1. Professional Development

a. Development and Advancement. A key feature of military personnel management is its orientation toward advancement. Assignments and training are contributing factors that qualify the individual for a higher rank before it is awarded.

b. Elements of Professional Development. Professional development, although most intensive for the officer corps, has common elements for all Army careerists. These include:

- Planned and progressive rotation of assignments.
- Individual participation in professional development activities.
- Professional education and training to include resident and nonresident instruction, on-the-job training, and individual study.
- Performance evaluation and career counseling.
- Promotion.

3–2. Officer Development and Education

a. Development in Occupational Specialties.

(1) The Army's approach to officer professional development is dual specialty development. The objective is for each officer to gain and maintain proficiency in a primary and alternate occupational specialty in order to acquire a broad base of experience. Warrant officers are developed through proper assignments in their MOS, military education, civilian schooling, and career counseling.

(2) At the beginning of a career, officers are commissioned into a branch of the Army (e.g., Infantry, Finance, Ordnance, Adjutant General) and concurrently assigned a primary specialty. An Officer's initial or primary specialty is related to the officer's own branch. Normally, the officer receives assignments in the primary specialty while in company grade (lieutenant, captain). At about the eighth year of active commissioned service, the officer is introduced through training and/or assignment to an alternate specialty which may be either a primary specialty or a nonbranch-related specialty such as Information, Education, or Procurement. Assignments are such that specialty functions must be increasingly combined with broader management functions. It is usually during this advanced phase of a career that assignments may also include civilian personnel management responsibilities.

b. Officer Professional Education. Officer professional education consists of both professional military education

and specialty education. Professional military education is the body of knowledge common to all officers, such as leadership, command, operations, logistics, management, and communications skills. Specialty education relates to specific occupations (e.g., intelligence gathering, public information activities, procurement, etc.). The officer education system is designed to complement assignment policy in balancing the officer's general managerial development with building technical competence in assigned specialties. Schooling phases commence with the Officer Basic Course and then the Officer Advanced Course. At field grade (major), selected officers (approximately 50 percent) attend the Command and General Staff College and some lieutenant colonels and colonels may later attend the senior service colleges. Warrant officers by definition are highly skilled technicians who perform duty in relatively narrow fields of specialization. Accordingly, their schooling is directed primarily toward occupational training in depth rather than broad multifunctional development. The primary thrust of all educational programs is to prepare warrant officers for performance of duties that will be expected of them in the future.

c. *Civilian Professional Education.* For civilian personnel, professional education is basically the employee's responsibility. Specialty training for civilian personnel has some similarity to officer development; however, employees are eligible for education/training only if related to current job responsibilities or reasonably expected in the next civilian career management phase.

3-3. Enlisted Development and Education

a. *Enlisted Occupational Specialties.* The enlisted career management system is similar to the officer career management concepts in that it offers extensive training throughout a soldier's career as well as clearly defined career patterns. At the same time, the system eliminates nonproductive and/or substandard performers. During the first enlistment, after completion of basic training, a soldier begins to specialize. Thereafter, retention and progression are closely tied to demonstrated proficiency in one or more military occupational skills. At higher grade levels, emphasis is normally placed on blending leadership and supervisory duties. Functionally related military occupational specialties (MOS) are grouped into career management fields within which a soldier may plan a progressive 20- or 30-year career. An example is Supply, which includes such MOSs as Unit Supply, Stock Control Supply, and Storage Supply, among others.

b. *Enlisted Professional Education.* The professional education system for enlisted personnel, the Noncommissioned Officer Education System, is the main educational component of enlisted professional development. Advancement comes through attainment of skill levels in a MOS, as augmented by appropriate leadership training.

3-4. Career Evaluation

a. *The Officer Evaluation Report (OER).* The evaluation of performance and potential is central to officer career management because decisions to retain and advance officers are based primarily on the OER. OER rating elements include those relating to job performance, general character, and overall ability to manage, lead, and command. Basically, the OER is completed annually or at change of assignment by either the officer or his/her immediate supervisor. It is endorsed by the next higher official and reviewed at a successively higher command level. This rating and the accompanying narrative evaluation are the primary basis for retention and promotion decisions.

b. *Enlisted Evaluation Report (EER) and the Skills Qualification Test.* Enlisted evaluation is more directly job related than that for officers. The enlisted soldier is rated on duty performance in an Enlisted Evaluation Report for grades E1 through E5 and in a senior evaluation report for E6 through E9. Evaluation of technical job proficiency is measured through administration of the skill qualification test in the soldier's MOS. Soldiers who fail to meet a minimum passing score may be tested during the next testing cycle; continued failure can lead to reclassification into a new MOS or a bar to reenlistment.

c. *Civilian Supervisors.* Civilian supervisors of military personnel need to be certain they understand the rating system and its effects to assure strict equity in the rating process.

3-5. Promotion

a. *Relationship of Promotion to Assignment.* Normally successful career development activity ends in promotion, only to begin a new cycle of assignment, utilization, training, and evaluation for another promotion. Promotion in all but the lower five enlisted grades comes about through selection by centralized Army promotion boards. Selection is not directly linked to either the current assignment or an anticipated one, but is based on demonstrated potential to serve at the next higher grade.

b. *Civilian Promotion.* Merit promotion on a competitive basis represents the civilian approach. Promotions are based upon evaluation of qualifications and related performance factors and involve a position evaluated at a higher grade. Promotion is not, of course, a requirement in civilian personnel management.

c. *Officer Promotion.* The total size of the officer corps is a proportion of the total strength of the Army. In any given promotion cycle, there is a specific number of vacancies at each grade to be filled. As a means of determining who receives consideration, promotion zones are first setup for each grade. A central promotion board that meets annually reviews the records of each officer in the zone of consideration. Candidates are rank ordered by the selection board and those officers with a high enough score are placed on a promotion list according to date of rank. Actual promotion will be made when the officer's sequence number is reached.

d. Enlisted Promotion. Enlisted promotions are accomplished through the following three systems:

(1) *Centralized - Grades E7 through E9.* Annual board procedures similar to the officer selection process are established. Monthly promotions are then made from the published lists. Competition is by career management field.

(2) *Semicentralized - Grades E5 and E6.* Individuals are assigned a score by local field selection boards using a 1,000-point standard scoring form. Based on Army-wide requirements, Army publishes monthly cutoff scores in each MOS permitting individuals who score at or above the cutoff to be promoted.

(3) *Decentralized - Grades E4 and below.* Promotion is accomplished by unit commanders when an individual is qualified and meets necessary time-in-service/time-in-grade criteria.

e. Promotion and Continued Service. There is a certain number of years of service called high tenure years established for each enlisted grade. These high tenure years are the number of years that can be served without attainment of promotion. Individuals unable to advance through the grade structure at a minimum acceptable rate receive a bar to reenlistment unless for some reason it is waived. Generally speaking, officers passed over twice for promotion must leave the service. This "up or out" career emphasis is the characteristic focus of military personnel management, designed to assure quality staffing. This personnel method is not used in civilian personnel administration.

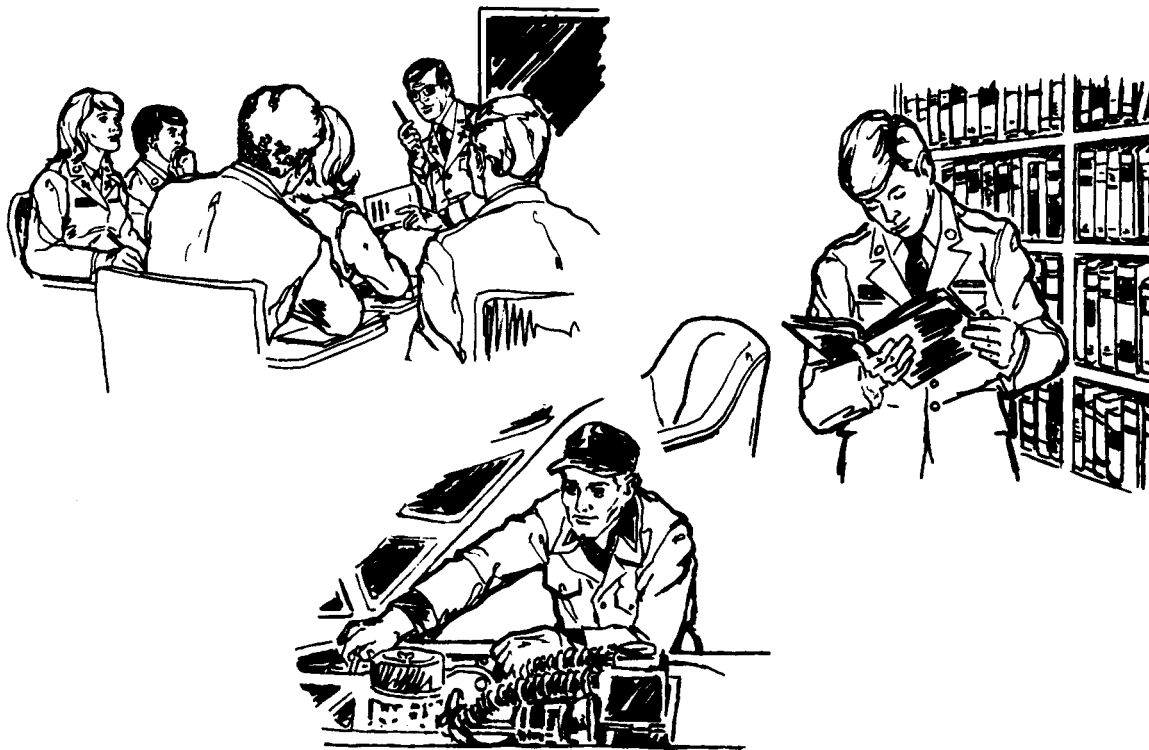


Figure 3-2. Career Training.

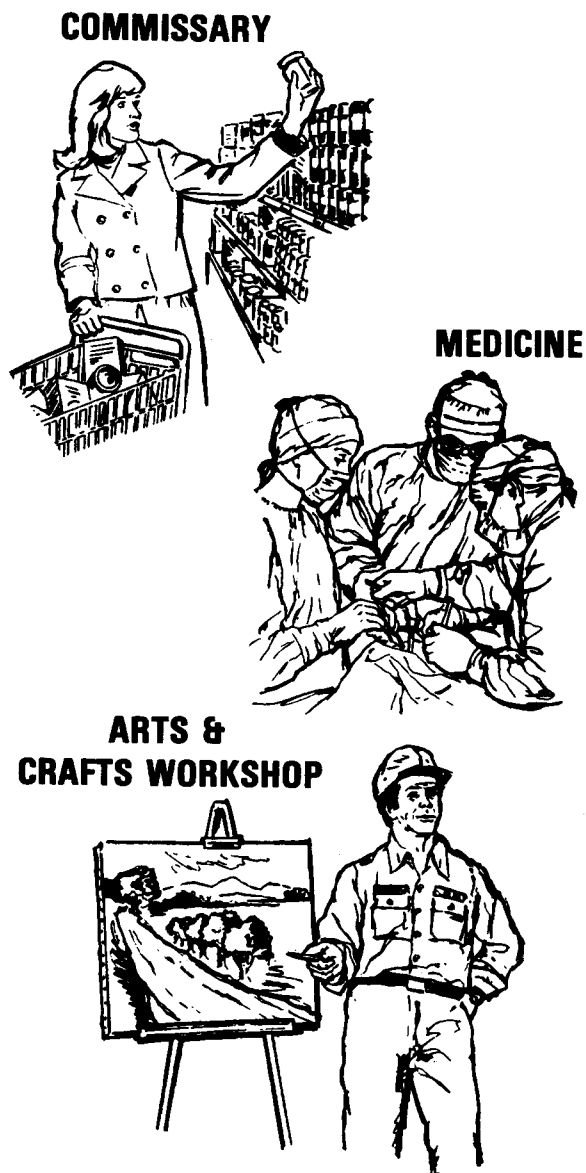


Figure 4-1. Features of Military Service.

4-1. Pay and Allowances

a. Basis for Pay Setting. Civilian and military personnel alike are paid for the rank or grade held; however, the civilian's grade is determined by the job held while for military personnel the rank is "in the person" without direct relationship to current assignment. Another difference is that most civilians receive step (seniority) raises according to the number of years of acceptable performance in a particular grade while seniority pay for the soldier is based upon total years of active service.

b. Cash Allowances and Bonuses. In addition to basic pay determined by rank and length of service, soldiers receive

certain other cash allowances which vary with circumstances; e.g., whether a member has family dependents or draws extra pay for some special duty, such as aviator. As a result, pay varies among individuals.

4-2. Career Retirement

a. Retirement Eligibility. The typical basis for retirement eligibility for military members is a minimum of 20 years of active service. Other factors can apply, however. Examples are terms of service in a Reserve Component or retirement based on disability.

b. Retirement Pay. Retirement pay for the normal 20-year career is one-half of the basic pay of the retirement grade. Amounts advance in increments for service beyond the 20-year point until the maximum allowable amount of three-fourths of basic pay is reached after 30 years of service. Continued service beyond 30 years does not further increase the rate.

4-3. Leave

a. Accrual and Use of Leave. Military personnel accrue leave at the rate of 30 calendar days per year, with a fiscal year limit of 60 days. All leave taken must be authorized in advance. A soldier who fails to report for duty or overstays authorized leave is "Absent Without Leave (AWOL)" and subject to disciplinary action.

b. Provisions for Illness. Military members do not accrue sick leave, as such. However, since medical service is provided, soldiers may go on "sick call" whenever medically warranted without reduction of pay or other accrued leave. Civilian employees, on the other hand, receive a sick leave allowance (13 workdays per year) and time off for sickness is normally charged against accumulated sick leave.

c. Payment for Leave. The soldier is reimbursed at the time of retirement or separation from service for any unused leave up to 60 days. Civilian terminal leave pay covers all annual leave accrued.

4-4. Duty Requirements

a. Hours of Work. During normal peacetime duty, the soldier's hours of work are similar to those for civilians except for the addition of purely military assignments such as guard duty, barracks cleanup, etc. Accountability to the needs of the service is not confined to an 8-hour day or to the actual work place. No absolute right to personal time exists as such. Military personnel do not receive overtime pay, regardless of hours worked or night and weekend duty performed.

b. Fitness for Duty. For the civilian, fitness for duty relates only to the ability to do assigned work. For soldiers, it embraces a much broader scope, including such matters as dress, posture, and physical condition. Both on-duty and off-duty situations are covered.

c. Legal Status.

(1) Soldiers are subject to civilian criminal jurisdiction as well as the Uniform Code of Military Justice (Military criminal law).

(2) Military members do not have the civilian's legal employment rights. Civilians have statutory rights to grieve such matters as working conditions and are entitled to union representation and access to civil courts over certain work related matters. Military personnel may, however, prefer formal charges against superiors and subordinates under military law.

(3) Although the Equal Employment Opportunity Act of 1972 does not apply to military personnel, they along with civilians, do have the right to pursue discrimination complaints through the US District Courts when dissatisfied with lower level decisions.

4-5. Support of the Soldier

a. Command Support. Legal rights of a civilian type are sometimes not available to military personnel; however, compensating Army programs offset this situation. Army interest in the welfare and morale of military personnel is a special and continuing concern. Commanders at all levels hold the responsibility for well-being of assigned troops and their families. A general open door policy is in effect. The Race Relations/Equal Opportunity Program, not limited merely to assignment and promotion conditions, seeks to provide full equality for all members in matters such as personal credit and family housing. All military personnel have the right to present their individual complaints, grievances, or requests for assistance of any nature to an inspector general. It should be noted that civilian employees have the same right for inspector general review in all matters except those pertaining solely to considerations of civilian employment. In addition, a soldier who believes he or she has been wronged by a commander may make a formal complaint for investigation by the officer exercising general court martial authority over that commander.

b. Personnel Benefits. A number of economic benefits other than pay is provided to complement service life and to offset the unique conditions of military life. Examples are commissary and post exchange privileges and free air travel on military aircraft (on a space-available basis). Many nonwork-related life services not provided for civilians are also available. Personal help, ranging from spiritual counseling and medical care to organized recreation programs, is provided to uniformed personnel and their dependents.

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